

# MANPOWER AUTHORIZATION

To accomplish its mission, an activity must have people assigned to do a specific job or task—not just any group of people, but properly trained people. For this reason, specific guidelines have been set forth by the Chief of Naval Operations (CNO) as to the number and type of personnel assigned to each activity. CNO directs and coordinates the development and implementation of the manpower planning system. In this chapter we discuss the manpower requirements resulting from the policies and procedures described in the *Manual of Navy Total Force Manpower, Policies, and Procedures*, OPNAVINST 1000.16G, that provide the base from which manpower is programmed and plans are developed to procure, train, and assign personnel.

### MANPOWER REQUIREMENTS

Manpower requirements are established based upon the most effective and efficient methods of performing assigned tasking. Manpower, Personnel, and Training Information System (MAPTIS) is the aggregate of the separate but interrelated automatic data processing (ADP) information systems that support the Navy's total force management, the Navy Manpower Data Accounting System (NMDAS). The NMDAS is the authoritative source for activity information, manpower authorizations (MPAs), personnel authorizations, billet authorizations, and requirements. These are recorded in three major subsystems—the Navy Activity Accounting Subsystem (NAAS), Navy Manpower End Strength Accounting Subsystem (NMESS), and the Navy Manpower Authorizations and Requirements Accounting Subsystem (NMARS). The NMDAS provides a means of preparing, reporting, and monitoring military positions and civilian positions and assists in integrated manpower planning and programming. The manpower requirements in the NMDAS files are displayed across the Six Year Defense Program (SYDP) and are based upon the following manpower documents:

- Preliminary Ship Manpower Documents (PSMDs)
- Preliminary Squadron Manpower Documents (PSQMDs)

- Preliminary Shore Manpower Documents (PSHMDs)
- Sea Operational Detachment (SEAOPDET)

The requirements developed by these documents serve as the basis for the billets in the NMDAS and, therefore, for MPA.

The term *manpower authorization* is used in the following ways:

- To specify categories of personnel used to perform functions or missions and to indicate a commitment of resources to satisfy a requirement
- To describe a military position and means by which it is resourced; whereas, civilian manpower is managed to payroll
- To function as a generic term in place of precise statements applicable to authorizations from several automated data base sources, at various levels of detail, and over a span of several fiscal years

Manpower requirements may be satisfied by several categories of personnel including military (active and Reserve), civilian, and contractor personnel.

Civilian positions in the MPA are a reflection of requirements and represent estimates for use in planning and programming, but do not constitute a ceiling or constraint in execution. Military MPAs are the basis for planning military personnel inventory in the out years and for the placement of inventory in the fiscal year that is being executed. In general, laws and regulations such as total authorized strength and grade structure apply only to military personnel. The MPA system is integral to personnel management. The management objective in maintaining an authorization system is that of translating resources earmarked to meet manpower requirements into orders for the development and maintenance of personnel inventory. To achieve this objective, the manpower system is maintained to establish controls for end strength and is adjusted as these controls are revised in the planning, programming, and budgeting system (PPBS) and congressional budget cycle. The interrelationship between the manpower system and the personnel planning and budgeting process often results in the use of adjectives for

manpower that in reality are applicable only to personnel. For example, funded billets or funded MPAs suggest that an authorization and an appropriation have been obtained for the billets. Lacking out year requirements, it is useful to assume equality between future MPAs and personnel and take actions to manage personnel to the level of these authorizations. As out year requirements are developed, these should become the planning goals.

## **NAVY MANPOWER MOBILIZATION SYSTEM**

The Navy manpower mobilization system (NMMOS) is a manpower requirements determination process that identifies the wartime manpower requirements for a shore/support activity. It determines the minimum quantity, quality, and time-phasing of required manpower over the mobilization planning period (Mobilization-day [M-day] through M+12 months). NMMOS is maintained and operated by the Navy Manpower and Material Analysis Center (NAVMAC).

The scheduling or time-phasing of manpower is determined by the activity's projected workload at various times during the mobilization planning period and is normally described in a logistics support mobilization plan (LSMP). If no measurable workload is available, manpower mobilization requirements are analytically derived. Manpower claimants, with the concurrence of the resource sponsor(s), define the operating environment and time-phasing of work functions. NAVMAC determines/validates quality, quantity, and time-phasing of required mobilization manpower.

## **RESERVE REQUIREMENTS DETERMINATION**

Reserve requirements determination (RRD) separates types of military manpower such as active duty, Selected Reserve (SELRES), or other military (reassigned active Individual Ready Reserve [IRR], Standby Reserve, Fleet Reserve, and retired personnel).

A manpower mobilization requirement may be designated SELRES if it meets all the following criteria:

- The position is military essential.
- Manpower is required within M+10 days.
- Premobilization training is required.

Other manpower mobilization requirements at M-day, M+30 days, M+60 days, M+90 days, M+120 days, or M+180 days may be designated as other military (OM). These manpower requirements are resourced from reassigned active, IRR, Standby Reserve, Fleet Reserve, and/or retired personnel.

## **MOBILIZATION PLANNING**

In planning mobilization requirements, the following requirements should be observed:

- Manpower documents should show efficient use and assignment of manpower.
- AU combat forces should attain organizational manning by M+1 month. Support activities should attain organizational manning by M+3 months.
- The full mobilization of combat forces (active and Reserve) with supporting assets constitutes full mobilization. For planning purposes, this level of manpower mobilization requirements is attained at M+3 months.
- To go beyond full mobilization into building or creating additional force units is defined as total mobilization. The buildup from full mobilization into total mobilization is shown at M+12 months. Due to extensive buildup for new construction, ships, and aircraft, M+12 is an extension of M+6 and represents manpower required for increased training and other preparatory activity.

## **TIME-PHASING**

Time-phasing is both a practical necessity and a convenient management tool. Time-phasing spreads manpower requirements across the mobilization planning period. The demand for manpower will vary with billet priority (necessity) and system constraints such as administrative processing, personnel berthing, messing, and transportation (capacity).

## **RESPONSIBILITIES**

A number of officials have responsibilities in connection with MPAs and the manning of activities. Here we discuss some of their more important duties.

## **THE DEPUTY CHIEF OF NAVAL OPERATIONS (MANPOWER, PERSONNEL, AND TRAINING)**

The Deputy Chief of Naval Operations (DCNO) (Manpower, Personnel, and Training) consults various designated manpower advisors in the exercise of overall manpower management. these advisors have unique knowledge within their area of assigned advisory responsibilities. The advice received is considered along with all other appropriate factors in forming manpower management decisions. The DCNO is responsible for the following management actions:

- Managing the quality and distribution of authorized manpower (active and reserve military, civilian, and contractor)
- Issuing policies and procedures for manpower management
- Approving and maintaining manpower classification systems; coordinating these matters with the Bureau of Naval Personnel (BUPERS)
- Initiating and conducting reviews of various categories of manpower, restructure authorized billets, and redistributing authorizations for maximum manpower effectiveness
- Authorizing only those billets that can be fulfilled by qualified personnel on a long-term basis
- Recommending to higher authority the size and composition of the Naval Reserve, based upon mobilization manpower requirements, and prescribing the allowed personnel strength or individual programs of the Naval Reserve
- Maintaining the authoritative manpower requirements and authorizations data bases
- Providing manpower managers with total force manpower requirement and authorizations information
- Soliciting management advice, as appropriate, from designated manpower advisors
- Approving all statements of manpower requirements and approving manpower authorization change requests

## **MANPOWER CLAIMANTS AND SUBCLAIMANTS**

The manpower claimants and subclaimants are assigned the responsibility for overall management of

assigned manpower resources. Requests for changes to MPAs are forwarded via the chain of command to the manpower claimant and subclaimant who then forward requests that are recommended for approval to CNO. The manpower claimant and the subclaimant have the following specific responsibilities in addition to the general responsibilities of superiors in the chain of command as previously stated:

- Conducting efficiency review (ER) studies
- Recommending reprogramming authorized manpower as necessary for optimum accomplishment of assigned functions within CNO policy constraints
- Periodical y reviewing the manpower/personnel classification systems to ensure proper statement of manpower requirements and related personnel qualifications; submitting recommended changes as appropriate
- Reviewing all requests originated within the assigned claimancy for changes to activity MPAs; ensuring conformance with CNO policies and procedures; and providing compensation where required per own priorities within a claimancy
- Minimizing the number of manpower authorization change requests by proper planning, annual billet and position reviews, and consolidation of desired manpower changes
- Making sure billet or position qualifiers assigned to billets or positions on MPAs of all assigned activities indicate the minimum requirements for satisfactory performance of billet and position functions
- Identifying for deletion all nonessential authorized manpower
- Submitting to cognizant fleet commanders in chief for approval an impact statement of all billet additions on commands affected by overseas personnel limitation policies and agreements (this statement must include the anticipated impact on facility loading)

## **COMMANDING OFFICER**

Commanding officers exercise overall management of assigned manpower resources, making sure the number of billets, including skills, paygrades, and special qualifications reflected in MPAs are the minimum requirements necessary to support the mission, tasks, and functions of the command. The commanding officer is responsible for keeping the manpower claimant informed by identifying all billets

and positions in excess of those requirements. To guarantee optimum manpower use, each commanding officer must annually review and evaluate his or her MPA, including mobilization requirements and, when appropriate, recommend changes to his or her manpower claimant via the chain of command. Particular emphasis should be placed on identifying areas in which manpower may be saved or skill levels reduced without adverse effect on accomplishment of the mission of the command.

The following actions should be taken when submitting change requests:

- Before requesting an increase in manpower resources because of changes in tasks or increased workload, analyze all manpower requirements (military and civilian) and the billets and positions authorized. Accommodate increased requirements by reassigning existing resources to the extent feasible.

- Minimize the number of manpower authorization change requests by proper planning, annual billet and position reviews, and consolidation of desired manpower changes.

- Make sure change requests are submitted sufficiently in advance of the requested effective date of change to permit adequate time for review at the various levels of the chain of command, for thorough consideration by CNO, and for orderly response by personnel distribution authorities. It should be understood that, due to fiscal constraints, rotational patterns, training support, and deployment schedules in the case of ships and squadrons, actual manning of newly authorized billets may not be satisfied in less than 9 to 12 months from the date of approval.

- Make sure each requested action is complete and accurate and includes necessary mobilization requirements.

- If it becomes necessary to request increases in manpower resources and no compensation is available from within the manpower assets of the activity, indicate a priority for each of the requested billets or positions to assist the manpower claimant in making recommendations to CNO. Should any subsequently identified compensation be insufficient, invalid, or unacceptable, approval of only portions of the request may be possible according to the stated priorities.

- Summarize requested changes by designator/grade, rate/rating.

- Make sure complete justification is provided for each request for revision.

- In certain instances, when specific functions or an activity prevent geographic collocation or require a separate program element code or sea/shore code from that of the parent activity, requests for establishment of components to the parent activity MPA should be submitted. Justification for the establishment of the component must be submitted under OPNAVINST 1000.16G, article 506.

## **SUPERIORS IN CHAIN OF COMMAND**

When requests for changes are forwarded that include quantity or grade increases, but do not identify compensation, the chain of command must make recommendations regarding compensation. In the event compensation is to be provided by reprogramming manpower from another activity, such recommendations must identify by activity and sequence code the billets to be reprogrammed. While compensatory recommendations are not currently required for revisions to mobilization requirements, these requirements should be carefully reviewed to avoid unjustified increases. Include a corrected OPNAV Form 1000/4A if appropriate.

Forwarding endorsements should indicate whether changes are considered to be applicable to other activities having the same mission, tasks, functions, or equipment. This is particularly applicable to recommendations for ship or aircraft squadron classes originating within the chain of command of a fleet commander or type commander (TYCOM). Where changes appear to be applicable to given types or classes, both fleet commanders and TYCOMs should be provided copies of the request for their comments and recommendations.

## **ADVISORS**

To assist CNO and BUPERS in executing their responsibilities with regard to officer manpower and personnel, officer designator advisors are designated from among the Deputy and Assistant Chiefs of Naval Operations and commanders of systems commands. An advisor is assigned for each billet and personnel designator specialty category. In addition, the Deputy and Assistant Chief of Naval Operations, commanders of systems commands, and other offices are assigned officer subspecialty system consultants, coordinators, and sponsors responsibilities. The assigned officer designator advisors and subspecialty sponsors and

consultants are listed in the *Manual of Navy Officer Manpower and Personnel Classifications*, volumes I and II, NAVPERS 15839-G.

To assist CNO and BUPERS in executing their responsibilities with regard to enlisted manpower and personnel, enlisted rating advisors are designated from among the Deputy Chiefs of Naval Operations, commanders of systems commands, and heads of other offices as required. Each rating and Navy enlisted classification (NEC) code is assigned a primary advisor and, if necessary, a technical advisor to provide operational and technical expertise in the occupational areas in which a rating is involved. The assigned enlisted rating/NEC advisors we listed in volumes I and II of the *Manual of Navy Enlisted Manpower and Personnel Classifications and Occupational Standards*, NAVPERS 18068-F.

## MANPOWER AUTHORIZATION

Whenever significant change requests are approved, OPNAV prepares and distributes a new Manpower Authorization, OPNAV Form 1000/2. However, minor changes in most cases do not justify the cost of the printing and distribution of a new form. In these cases most of the data reflected in the officer billets authorized may be verified by checking the Officer Distribution Control Report (ODCR).

Note the transaction number on the ODCR and compare it with the transaction number on your activity's latest MPA. If the number is different, a minor change has been probably approved that did not warrant reprinting a new MPA.

Block descriptions for the OPNAV Form 1000/2 are located in the *Manual of Navy Total Force Manpower*, OPNAVINST 1000.16G. All codes used in the Manpower Authorization, OPNAV Form 1000/2, and the Manpower Authorization Change Requests, OPNAV 1000/4A, are located in the following documents:

- *Manual of Navy Total Force Manpower Policies and Procedures*, OPNAVINST 1000.16G

- *Manual of Navy Officer Manpower and Personnel Classification*, volume I, NAVPERS 15839

- *Manual of Navy Enlisted Manpower and Personnel Classification and Occupational Standards*, volume I, *Occupational Standards* (OCCSTDs) and volume II, *Navy Enlisted Classifications* (NECs), NAVPERS 18068-F.

- *Enlisted Transfer Manual*, NAVPERS 15909-D
- *Required Functional Category (RFC) Directory*
- *Department of the Navy Civilian Personnel Data System* (NCPDS), SECNAVINST 12298.1A
- *Civil Service Handbook*

## BILLET REQUIREMENTS REVIEW

Proper classification of authorized billets is extremely important in managing the Navy's overall manpower and personnel resources. The numbers of billets throughout form the basis for strength planning, recruiting, training, and promoting military personnel.

Billet reviews are conducted periodically at the CNO level. In these reviews, decisions are made based on the existing classification of each billet as indicated on MPAs. Billets that are improperly classified become the lowest priority billets in the category in which they are classified. Consequently, if the objective is to delete or redistribute billets, the billets improperly classified are prime candidates for deletion or reprogramming.

The billet requirements and billet classifications within each Navy activity should be specifically reviewed at the activity level annually to guarantee the deletion of unnecessary billets and the proper classification of each authorized billet. If changes are required, a Manpower Authorization Change Request, OPNAV Form 1000/4A, should be submitted.

Valid requirements for billet changes that will require the movement of personnel should be identified and requested as early as feasible to permit orderly personnel management. Normally, 12 months are required after final billet approval before new or changed billets can be filled with personnel.

Compensation should normally be required for the requesting activity, manpower claimant, or subspecialty consultant for approval of the following:

- Increase in the number of billets.
- Increase in the billet paygrade.
- Billet designator or rating change.
- Increase in graduate education subspecialty requirements. These requirements must be prioritized to assist the manpower claimant and CNO in decisions in the event the request can be only partially approved.
- Special categories, such as headquarters, geographic locations, and counselors.

As a general rule, compensation is valid only when the quantity or quality requirement is removed from one billet and the corresponding quantity or quality requirement is applied to another billet. Compensation can neither be stored nor accumulated.

Even though an immediate requirement for personnel to satisfy approved manpower changes may exist, fiscal constraints, individual considerations, and nonavailability of distributable personnel assets may prevent early fulfillment of billet requirements.

### **DESIGNATION OF BILLETS FOR ENLISTED WOMEN**

Women in the Navy have an equal opportunity for assignment to all billets for which qualified and not otherwise prevented by law. However, in the interest of efficient distribution and use of personnel, procedures have been established to identify certain billets ashore as requiring women petty officers. The determining factor is the number of women petty officers relative to the total number of distributable personnel. There is, as a result, a need to make sure a minimum number of each are detailed to activities as required by activity function.

The conversion NEC WP-9999 has been authorized for use in identifying billets requiring women petty officers. This NEC may be used as either a primary or secondary NEC on MPAs. The intent is to make sure the activity is detailed sufficient women petty officers to fill functions involving supervision, training, and counseling of enlisted women. Examples of appropriate billets are enlisted women's quarters (EWQ) managers, recruit training command (RTC) company commanders, or billets in correctional centers involving confinement of women.

Commanding officers should identify billets qualifying for NEC WP-9999 and submit appropriate MPA change requests. Use of this NEC must be adequately justified. Be prepared, cm request, to provide continued justification for such billet coding.

The manpower claimants should evaluate requests for billet coding in light of the previous guidance and the Navy Equal Opportunity Program.

The DCNO should evaluate requests for billet coding and approve or disapprove as appropriate.

### **REQUESTING CHANGES**

The MPA is prepared on OPNAV Form 1000/2. Requests for changes to the MPA must be submitted on the Manpower Authorization Change Request, OPNAV

Form 1000/4A, except when requesting minor changes. The *Manual of Navy Total Force Manpower Policies and Procedures*, OPNAVINST 1000.16G, contains information on the block descriptions and procedures for completing OPNAV Form 1000/4A. You should study and understand all applicable portions of this manual when you prepare a request to change your activity's MPA.

Submit requests of a routine nature separately from those that involve policy changes. This will expedite processing of routine change requests. To make sure an accurate data base exists to support the ER process, changes will not be accepted for the MPA while an ER study is being conducted. This freeze will be effective 3 months before the scheduled start date of the ER and continue until implemented. When submitting MPA change requests for implementation of ER most efficient organizations (MEOs), use the designated input function in the Manpower Claimant Access Support System (MANCLASS). Procedures for preparing the implementing manpower change requests for the ER MEO are contained in OPNAVINST 1000.16G. Routine MPA change requests are submitted according to the *Manpower Claimant Access Support System* (MANCLASS) *Users Manual*.

The completed Manpower Authorization Change Request, OPNAV Form 1000/4A, is forwarded with a cover letter that must explain the requested changes, reasons for the changes, compensation available if required, uncompensated requirements, and the justification for these requirements. If the request is not a result of the scheduled annual manpower review or ER MEO, explain the mission or function changes or other impacts imposed by higher authority that necessitate a change in manpower requirements.

Bold, legible hand-printing is quite acceptable on OPNAV Form 1000/4A. The expense of typing these forms is seldom warranted. The expense of photographically reducing these forms is never warranted because a new MPA can only be generated with a keypunch operation that uses completed full-size OPNAV Forms 1000/4A. Separate OPNAV Forms 1000/4A must be prepared to request changes to officer and enlisted MPAs. When either an officer or enlisted change request is prepared, consideration must be given to all officer or all enlisted billets in the activity that will be affected by the change. Unless a complete reorganization is being requested, only those billets to be added, changed, or deleted are entered on the OPNAV Form 1000/4A. The original and two copies (not reproductions) of the completed OPNAV Form 1000/4A and the original

forwarding letter we forwarded via the administrative chain of command to the activity manpower claimant. Provide a complete copy for each via addressee and the manpower claimant.

## MANPOWER CHANGE SUMMARY SHEET

A summary of aggregated qualitative changes must be included with requests for changes to MPAs. These changes are recorded on the Manpower Change Summary Sheet, OPNAV 100/52. Procedures for completing OPNAV 1000/52 are as follows:

- If 10 or more billets are involved in the revision, use the Manpower Change Summary Sheet, OPNAV 1000/52. Summarize the requested changes by designator and grade for officer billets and rates for enlisted billets. When submissions involve fewer than 10 billets, the summary may be included in the forwarding letter. If all the affected billets are not valid for the current plus 6 fiscal years, summaries must be submitted for each fiscal year.

- A separate summary must be submitted for changes involving officer and enlisted MPAs.

- If a change request involves two or more activities, a summary sheet for each individual activity and a consolidated summary should be submitted.

- If the summary differs by fiscal year, differences must be clearly indicated or a separate summary sheet must be submitted for each fiscal year.

- Each designator and rating should be listed on a separate line of the summary sheet in the order appearing on the Manpower Authorization, OPNAV 1000/52, summary. All designators/ratings being changed should be shown.

- Record the losses (compensation) on the upper left portion of the blocks on the form. Record gains on the lower right portion.

- Summarize the Total columns vertically and horizontally. Enter the results in the blocks directly above the Grand Total column.

- Omit Grade Points line. This line is no longer used.

## SHORT-FORMAT CHANGE REQUEST

A short format is provided for requesting minor changes to MPAs to reduce response time. These changes must be of such a routine nature as not to require action, review, or comment by officers in the chain of command or control. The changes that maybe requested by use of the short-format change request are restricted to the following:

- NEC changes incident to changes in authorized equipment. Changes of aircrew, instructor, or counselor NECs are not authorized for short-format change requests.

- Navy officer billet code (NOBC) changes for billets that do not require special pay and are not applicable to other similar commands.

- Correction of typographical errors noted in MPAs; for example, billet title.

The following format should be used when requesting minor changes:

To: CNO (OP-121)

Via: Type Commander/Claimant

Manpower Authorization (activity title) \_\_\_\_\_

Activity Code or UIC \_\_\_\_\_

Transaction Number of latest MPA held \_\_\_\_\_

Change Requested: (Clearly state what change is requested.)

Billet: (Identify each billet for which a change is requested. Indicate billet sequence code, title, and designator/grade or rating/rate.)

Justification: (Clearly state why the change is requested.)

Type commander statement of applicability to other like commands: (Forward via MANCLASS)

Copy to:

CO, NAVMAC

